

# CHILD WELFARE LEAGUE OF AMERICA, INC.

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## BULLETIN

MARCH, 1942

### Impact of War on Child Welfare Services in the United States\*

LEONARD W. MAYO

President, Board of Directors, Child Welfare League of America, Inc.

AT a special meeting in January of this year, the Board of the Child Welfare League of America received and reviewed reports from member agencies in over twenty states bearing on the war situation as it affected children and child welfare services. These reports, together with the testimony of the Board members present and additional reports received since that time have furnished the basis of this article. The information at the disposal of the League suggests the following problems as requiring the special attention of child welfare agencies throughout the country:

1. The need for increased facilities for the day care of children of working parents.
2. The reduction in the number of acceptable foster family homes.
3. The need for protection of and recreation facilities for children and young women in defense communities and areas contiguous to military camps.
4. The imminent danger of a serious increase in truancy and delinquency.
5. The need to keep physical health at a high level.
6. The need for increased facilities for the care of unmarried mothers.
7. The need for funds to continue child welfare services in rural and industrial areas.
8. The necessity for designation of responsibility by the federal government in the organization and, if necessary, the execution of evacuation plans for children and families.
9. The shortage of qualified personnel for child welfare services in public and private agencies.

It was agreed that these problems and needs might properly be classified under two main divisions, namely, those related primarily to the war, such as evacuation, and those which constitute an intensification of present child welfare problems and needs and hence point to the extension and strengthening of regular services. An analysis of the needs here cited

indicates that the majority fall into the second of these two categories. In this connection it will be of interest to League members and others to read the summary of reports recently received from the League's member agency in Honolulu, The Child and Family Service, and published in a recent issue of the BULLETIN. Two facts stand out as preeminent in these reports. First, the necessity for a quick and flexible shift from the routine administration and work of the agency to the tempo and program necessitated by war-time needs; and, second, the increase in the already existing child welfare problems with the consequent need to keep all regular services at full strength. Part and parcel of this second point is the need for more effective coordination and planning as a means of making all services as effective as possible.

The following comments and suggestions are hereby offered in relation to each of the nine major points recorded as a result of the reports made to the League's Board in January and since that time.

#### *Day Care*

The problems of day care for children must be approached as a part of the total child care program of the community and the rôle of the church and the school as well as social and health agencies fully recognized. While the pattern of day care in each community will necessarily differ, special attention should be paid in every case to the rôle of those agencies which have a natural stake in planning these services. Day nurseries, special centers for day care, nursery schools, homemaker services, foster day care, and other forms of care now in use may be appropriately used if they maintain adequate standards.

The League Board calls particular attention to the need for centering supervisory responsibility for these and similar services in the Children's Division of the State Departments of Public Welfare and for co-operating closely with State and Local Defense Councils. It is suggested that in many communities and

\* Summary of discussion at Board Meeting, Child Welfare League of America, Inc., and address at opening session, Ohio Valley Regional Conference of Child Welfare League of America, Cleveland, Ohio, March 13, 1942.

perhaps states it may be found desirable to appoint committees on the care and protection of children in war time on which the above and other appropriate state and local groups would be represented. Such committees should in all probability be a part of existing defense councils. The brochure on community organization aspects of day care written by Emma O. Lundberg, of the staff of the United States Children's Bureau, is heartily recommended as a guide to member agencies, as well as a new pamphlet on standards of day care now ready for distribution by the Bureau.

Day care may well be approached from a somewhat different point of view than boarding home care in so far as financial responsibility of the parents is concerned, as many will be able to carry a share of the cost on the basis of increased earnings. Special effort, of course, must be made to provide appropriate care for infants with the recognition that in many instances they, as well as the country, may be better served if their mothers are persuaded to refrain from industrial work to give them personal attention and care. The Children's Bureau is now engaged in a spot check to determine the volume of need for day care, the results of which should be helpful in the development of a national program.

#### *Foster Homes*

The Board of the League is eager to obtain more data from its member agencies relative to the apparent shortage in foster family homes and steps being taken to meet this problem. If it is true that this situation is at all wide-spread, we face a new and serious responsibility. We have proceeded for years with the threefold plan of assistance to the child in his own home and the use of the private family and institution as substitutes for parental care. Any considerable diminution in the number of private families willing to open their homes to children will therefore affect adversely one of the most important facilities open to us. Social workers must exercise every precaution in studying the child's own home to determine whether removal is essential and then use the institution to a larger extent than now obtains if that is indicated. Those who are responsible for the organization and administration of institutions must recognize the need for renewed efforts on their part to keep standards of institutional service at a high level.

#### *Programs for the Prevention of Delinquency and Promotion of Health*

Reports from England and our own experience reveal that in times of serious family and community dislocation juvenile delinquency is subject to increase.

I quote from an article by William H. Stoneman appearing in the *New York Post* of February 3, 1942:

"The United States, in the estimate of British experts, can prevent the increase of juvenile delinquency in war-time if it can profit by several grim lessons learned by war-time England where juvenile crime has increased fifty per cent.

"Some of the increase may be directly ascribed to the results of enemy action—children have been evacuated from their homes to unfamiliar surroundings; families have been broken up by the destruction of homes and the substitution of the unhealthful life of the public shelter; opportunities for and temptations toward theft have been increased by the blackout.

"These causes probably will not arise in any great degree in the United States, but according to British social workers there are many other factors in the rise of juvenile delinquency:

1. Lack of parental control, due to the preoccupation of parents with other than family concerns.
2. Preoccupation of police with war-time duties.
3. Abnormally high wages paid to young workers.
4. Disruption of schools, clubs and other established centers.
5. General war-time abandon.

"Britain, in the confusion of war, has made mistakes which the United States still has the opportunity to avoid, and British experience dictates the following 'don'ts' to Americans:

- "1. Don't close schools anywhere if you can help it. Don't call up school teachers for services or let them enlist; expand instead of cutting down on normal educational facilities.
- "2. Don't close any clubs or other recreation centers. Increase activities of such organizations as Knights of Columbus, Y.M.C.A., Y.W.C.A. and all settlements and playgrounds.
- "3. Avoid the breakup of families by conscripting fathers for military service, or mothers for industry. If it is necessary to conscript them or to allow them to enlist, be sure that every child has some responsible relative or friend to care for him.
- "4. Don't throw an army of youngsters into industry any old way; limit the amount of cash paid to young people employed in industry."

These warnings may well be heeded by our own country as we move forward with a selective service that will in all probability apply to industry and related work as well as to the armed forces.

In so far as health programs and services are concerned, the children's agencies of the country need no warning or exhortation from the League as to the vital necessity for keeping the health of our children

at the highest possible level. Resources of the government and of private agencies are fortunately being thrown into this fight with the realization that disease may otherwise become one of the most powerful agents of our enemies. The current programs for public education in nutrition, for example, are long overdue as revealed by the physical examinations of draftees. These and related programs in the field of health should be pushed vigorously by every child welfare agency in the country in close cooperation with local, state and federal health authorities.

#### *Unmarried Mothers*

The reported increase in the number of unmarried mothers is no doubt largely the result of the general unrest, hysteria and lack of adequate supervision so characteristic of such times as the present. There is need for increased protective social hygiene and recreation services under the auspices of social and health agencies, churches, clubs and other appropriate groups. Members of the League are urged to make every effort to see that needs of these kinds are met in their own communities and to bring uncovered needs to the attention of the proper local and state authorities. The Office of the Administrator of Health, Welfare and Recreation has established a national program of social protection in which all League members are urged to participate.

#### *Funds for Child Welfare Services*

The United States Children's Bureau reports that some twenty states have indicated that unless additional funds are forthcoming by July, 1942, their child welfare services in rural areas must terminate as of that date. The Children's Bureau is fully aware of this danger and is working assiduously for additional funds for both rural and some industrial areas. The Board of the League offered its services to the Chief of the Bureau last January in this connection and the Executive Director and President have been in close touch with her since that time. It may be that League members will be called upon to take action in the promotion of plans whereby this important need may be met.

#### *Evacuation*

The League has issued material to its member agencies in regard to evacuation on several occasions, the content of which was carefully cleared with the United States Children's Bureau and other government agencies before their release. The general principles and spirit of those communications are hereby reiterated. The President and the Executive Director of the League have made appropriate representa-

tion to the President of the United States, the Executive Director of the Office of Civilian Defense and other appropriate authorities urging that responsibility for the formulation and execution of plans for the evacuation of children and families be designated. The Executive Director of the League is remaining in close touch with this situation, but at the present writing no official designation has been made, although recent advices point to definite progress in this respect.

It should be noted that the United States Children's Bureau has been giving attention to this problem for the last two years and has worked out general principles and policies for the consideration of whatever branch of government or special organization the President may designate to take full responsibility. The League's Board expressed a layman's opinion at its meeting on January 10th that the military forces of the government should take a leading, if not full, responsibility for evacuation, were it made necessary by events of war. It was agreed that in the formulation and execution of any such plans local authorities, state departments of welfare, the Offices of Civilian Defense, and Defense, Health and Welfare Services, Defense Councils, the United States Children's Bureau and the Red Cross might all have a part. The fact that many local and national organizations and departments of government have a logical responsibility sharpens the need for the immediate designation of a single central authority.

#### *Personnel*

From every source come reports of the serious shortage in trained personnel. Schools of social work and public and voluntary agencies are being called upon daily to furnish trained and experienced people for war services and to maintain all regular needed services at an adequate level. It is obvious, therefore, in view of the fact that a shortage existed even before the war, that many important jobs must be filled by relatively untrained people. Every effort must be made in this regard to select mature and competent workers, either paid or volunteer, when fully qualified social work personnel cannot be found and to provide short training or orientation courses.

Many agencies will find it necessary to ask volunteers to carry responsibilities which they have not been given previously. If proper safeguards are taken, however, and it is realized that certain temporary measures are necessary during this period, we can emerge with no loss in personnel standards and with a new respect and regard for qualified volunteers. The League office would be glad to hear from

its member agencies in regard to current personnel problems and relative to plans they are now making for the use of volunteers or those who have not completed the full requirements of professional training.

The Board and staff of the League recognizes they are not in possession of sufficient information nor wisdom to offer "directives" and pat solutions in regard to the major problems brought to their attention and here recorded. They believe they have an obligation, however, to do whatever they can to clarify the situation in which we find ourselves and to attempt to give a general sense of direction to their member agencies. One important step in this respect certainly is to emphasize those things which are fundamental in child care, the organization, administration and support of which may be of permanent as well as immediate value. The following principles are therefore presented from the point of view of their long range as well as immediate implications.

1. There is in the final analysis no real or definitive difference *in kind* between war-time and peace-time needs of children; the difference is largely one of *degree*, except of course for the special problems of evacuation and protection immediately related to the war. This means primarily that all regular child welfare services must be strengthened and if need be extended.
2. In so far as possible all special services incident to the war should be carried on through existing agencies and coordinated through existing community organization facilities.
3. Community planning and coordinating processes and machinery should be extended where they already exist and adequate facilities of this nature organized where they do not. The closest possible relations should be sought and maintained between local child welfare organizations, both public and voluntary, and the corresponding state-wide public services.
4. Public and voluntary child welfare throughout the country must be alert to all new developments of a national and local nature, such as are now being carried on under the offices of Civilian Defense and the Director of Defense, Health and Welfare Services, the Children's Bureau and similar agencies. Many of these are bound to have a permanent influence on the structure, administration and practice of child welfare services in the United States.
5. We must not only strengthen and extend all *needed* present services, but we must emphasize unmet needs which have not been given adequate attention heretofore and which must be met at this time as a part of the total war effort.
6. All adults are doubly obligated in these days to give to children outstanding examples of poise, understanding, sacrifice and determination. The

spirit and vigor with which we meet and tackle our new responsibilities will be our heritage to the children of America.

The staff and Board of the League are pledged to do all in their power to assist in the staggering task of completing and carrying forward the organization and work necessary to adequate protection and care of children in these days. We will continue to inform you from time to time of any new or important matters which come to our attention bearing on the needs and care of children and urge you to reciprocate by keeping us informed of needs, programs and developments in your own communities.

The president of the League is obligated to bring to your attention the serious need for taking every possible precaution in your several communities against the possibility of attack of some nature, by enemy forces. There is an urgent and imminent possibility of such attack and we cannot and dare not ignore it. We have been a trusting, naïve and unalert people. If we value the lives of the children for whom we are responsible, we cannot be complacent as social workers and Board members though we may not be stirred as individual citizens.

One more matter of importance to us all: There is now present in our land a point of view with regard to social work and social workers in connection with the war which needs careful and immediate clarification. It has been expressed in various ways and by various people, but typical perhaps are the words of a speaker and writer of some prominence who said recently: "We cannot wage all-out war and try to have all-out social reform at the same time," and "Uncle Sam has got to stop playing Casper Milquetoast and choose between soldiers and social workers."

The League takes this opportunity to point out with respect to the first statement that all social work programs worthy of the name are basic to national morale and are in other ways essential to our all-out war effort. Every experience of England in the present war, our own experience during the last one, and the current statements of national leaders in every field, point to the fundamental need for maintaining national morale, not merely as an aid to but as an underlying necessity for the winning of the war. This is a matter of such importance and its validity is so obvious that it would seem completely unnecessary to reiterate it; but when people of standing make such statements they must be answered promptly and sharply.

With regard to what has been called "all-out social reform" the League should leave no one in doubt as

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## Public Welfare Services to Children in Alabama

LOULA DUNN

Commissioner, Alabama State Department of Public Welfare

The following statement is taken in part from the Child Welfare section of the Annual Report of the Alabama State Department of Public Welfare which has just been released for the fiscal year ending September 30, 1941.—Ed.

IT IS estimated that in Alabama alone more than a quarter of a billion dollars will be spent as a part of the total war program for the United States. The figures are impressive. The building of ships, the manufacture of ammunition, and the training of man-power for which these millions of dollars will be spent have stimulated much discussion on every hand. Do our thoughts go further than the dollars, the guns, the naval vessels and the trained manpower to encompass the numerous children whose lives will be conditioned and affected by war activities in progress not only in Alabama but all over the United States?

The effects of unprecedented stress and strain upon the lives of children during the past depression decade are recognized by everyone. It was evident even in the early years of the decade that unemployment, low incomes, bad housing, depressed farm conditions, and ill-fed, sick bodies were creating acute problems for the children of the nation. It is hoped, as the country moves now to arm itself for total war, that government, private facilities, community sentiment, and family units will take thought for children, to the end that they will be safeguarded and protected from dangers inherent in the present situation. Whole families are on the move seeking employment in centers where the national government or private industry is filling or is planning to fill war orders. Trailer cities are springing up on the outskirts of towns where war activities are in progress. Housing facilities are a vital question. Sanitary and health conditions are issues. Whole communities are being affected and conditioned by proximity to military posts or to other war developments.

It is important that close scrutiny should be given to existing facilities for serving the needs of children. Is there enough ingenuity, energy, imagination, and material within the framework of these facilities to meet the needs of children in the present crisis? Are existing services geared so that they can take care of present need and can be expanded to embrace the complicated problems developing out of the efforts of a nation to arm itself?

The importance of child welfare services in a public welfare program, though long recognized in Alabama, has been dramatically pointed up during the past

year of preparatory war activity. The migration of families into industrial centers has focused attention on inadequate housing, crowded schools, and lack of recreational facilities, while the selective service program has emphasized the unmet needs of American youth. It must be realized, however, that the mushrooming problems of children in areas of military and industrial emergency activities are not different from, but are rather an intensification of, familiar hazards to normal growth and development.

As there has been recognition that the war crisis has magnified these problems, so there has been a realization that services of proved value are the best methods of combatting them. The state and county departments of public welfare have, therefore, attempted to strengthen existing services in order to meet increased responsibilities. The Aid to Dependent Children Law of 1935 has provided a resource in implementing the accepted child welfare philosophy that children are best served in their own homes. Of first importance in many cases is financial aid to families who need help if they are to keep their children with them. Even though county departments are usually unable to relate the amount of the grant to the current need of each family, they recognize that the assistance programs are proving to be a major factor in decreasing family separations.

In addition to their value in meeting the usual problems, county boarding home programs have also provided a resource in situations arising out of the present national emergency. Boarding homes have been utilized when both parents are working or in cases where migratory defense workers need help in planning for their children although they are financially independent. Even those families who are economically secure are requesting day care, temporary care, and other services offered by the agency as they seek to rear children in the face of unusual community problems. No account of boarding home care as a facility to meet the needs of children is complete without some mention of the attitude of the various families who, for a minimum sum, are opening their homes to children as a substitute for their own homes. These foster fathers and mothers with the help of case workers are showing a patience, a tolerance, and

an understanding which go far toward righting the maladjustment which brought their charges to them.

Both public and private child-caring institutions and agencies have been sensitive to the changing needs of children and have adapted their programs accordingly. Admission policies have been liberalized, and closer working relationships have been developed among the several institutions and between them and the state and county departments of public welfare. The State Department has, since 1923, been responsible for licensing all private child-caring institutions and agencies and for acting in an advisory capacity to all state public institutions. It has, therefore, been possible to correlate the network of services to children who are not with their own relatives. A child welfare consultant on the state staff is spending the major portion of her time in effecting a closer relationship between the county departments of public welfare and the state training schools. Through her services the county departments have been made more aware of what the schools have to offer to delinquent children and the schools in turn have been made more aware of the various problems with which the county departments must cope. This service has been particularly valuable in areas directly affected by war projects. In many instances girls under sixteen years of age affected by the increasing and shifting populations are in danger of becoming prostitutes. It is, therefore, important that in these areas there shall be an intensified child welfare program and, when needed, facilities for care in the state training schools. Admissions to the schools for these children who need that type of care and paroles of boys and girls back into their own communities have been safeguarded to the end that there is a decreasing gap between the facilities which the schools and the county departments have to offer to delinquent children.

The State Department, in discharging its responsibilities for the administration of Child Welfare Services provided under Title 5, Part 3, of the Social Security Act, has utilized Federal funds to strengthen and extend services to children throughout the state. Thirty-five child welfare workers have been employed in 32 counties. In areas of special need due to the location of military and other projects child welfare services have been further strengthened by the employment of additional workers. In one community, where a village of 500 people increased its population within a few months' time to several thousand, a child welfare consultant from the State staff has been assigned for the purpose of coping with child welfare problems, studying community needs and organizing

resources to combat the increased hazards for children. This consultant lives in the town, has familiarized herself with the mores of the people, recognizes their strengths and their weaknesses, and is a working part of the community forces which gradually are gearing themselves to a new social consciousness. Consultant service from the State Department has been extended as county departments have felt the need for assistance, not only in meeting acute individual social problems, but also in helping to organize and to strengthen community resources.

In many localities, one weakness of particular concern to county workers has been the absence of adequate recreational facilities. Crowded schools and housing conditions block normal opportunities for play, and in many families both parents are working and leaving their children largely unsupervised. County workers have been active in stimulating the organization of boys' clubs, nursery schools and recreational centers. These activities, however, have been complicated by the pressure of new responsibilities on county staffs and by the fact that all communities do not recognize the need. Wherever definite steps have been taken to provide recreational outlets, however, there has been a decided drop in juvenile delinquency. On the other hand, in those areas of war activity where recreational opportunities have been almost entirely lacking, their importance is further underlined by the increasing numbers of children who are out of school, who are being reported for petty offenses and who are illegally accepting jobs. Child labor and school attendance officers, operating in accordance with sound legislation, are making every effort to strengthen services in crowded areas. Like the welfare director, however, they are conscious of the importance of coordinating all resources if the problem is to be handled with any degree of adequacy. A valuable tool in meeting this problem has been the state's sound juvenile court laws, which have been amended and modified from time to time since their original enactment more than 25 years ago.

Existing local agencies and facilities, particularly in military and industrial areas, cannot alone cope with these problems, which go beyond the local and state boundaries and follow the trail of a huge shifting population. National and state governments, therefore, must necessarily participate not only in the emergency measures, which may now be essential, but also in long-range planning to care for the needs of all children. Through the network of county units, the State Department of Public Welfare, with its

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## Policies Regarding the Employment of Mothers of Young Children in Occupations Essential to the National Defense\*

In this time of crisis it is important to remember that mothers of young children can make no finer contribution to the strength of the nation and its vitality and effectiveness in the future than to assure their children the security of home, individual care, and affection. Except as a last resort, the nation should not recruit for industrial production the services of women with such home responsibilities.

—FRANCES PERKINS  
*Secretary of Labor*

The welfare of mothers and children should be given due consideration at every point in the development of employment policies relating to national defense. Although barriers against the employment of mothers with young children should not be tolerated, such mothers should not be actively recruited as a new source of labor for either training courses or employment until other sources of labor supply in the local community have been fully utilized. Where need is demonstrated for the employment of mothers with young children, or where in individual cases mothers seek employment, they should be placed on

shifts which will make it possible for them to discharge their responsibilities for the care of their children with such supplementation from community facilities for child care as may be necessary. Every effort should be made to avoid the employment of mothers with young children on the night shift.

—Recommendation of the Conference of the Women's Bureau Advisory Committees, January 22, 1942

Proposals for the establishment of facilities for the 24-hour care of children or facilities operating 24 hours a day in caring for different groups of children should be weighed carefully. Where it is reported that such facilities are required in a community, it may indicate the need for careful examination of employment policies, community resources, and other related matters, to determine whether alternative plans cannot be developed for the proper care of children of mothers employed in occupations essential to national defense.

—KATHARINE F. LENROOT  
*Chief, Children's Bureau*

\* Reprinted from *The Child*, February, 1942.

## Follow-up on Honolulu

THOSE who read the report from Honolulu in the February issue of the BULLETIN will be glad to hear that the executive now writes that they are making progress in finding solutions to some of their problems.

Particularly with respect to the problem of evacuations, the most recent report shows progress in the designation of authority and responsibility. As the report indicates, the necessity for social work to carry a major responsibility in the execution of the plans is clearly indicated. Centralization of authority is not inconsistent with responsibility by local social workers in the formulation and carrying out of necessary plans.

"In my previous letter I mentioned the problem of evacuation to the mainland. The Department of Public Welfare has assumed responsibility for the registration of persons desiring to be evacuated and they are assigning them to available places, depending upon the urgency of their needs. The Red Cross is assisting families who do not have the funds to return to the mainland. The material which you sent us will be exceedingly helpful in making more satisfactory plans for evacuations during times of emergency. You mentioned in your letter the need for centralization of authority in evacuation work. This is clearly essential and we have been able to secure such authority from the military governor. Although evacuation is in instances made necessary because of military reasons, the problems clearly fall within the social

work field and for this reason should not be handled through the military authorities."

We are interested also in the following observation:

"We have found that there is a striking similarity between the problems caused in foster home placement and the problems involved in evacuation work. I notice from the literature which you sent us regarding evacuation work in England that this similarity also stands out very clearly."

Every child-parent relationship has in it seeds of conflict, for the parent in respect to his responsibility for rearing his child, and for the child in respect to his wishes to be cared for by his parents. Whenever this natural relationship must be interfered with, although both parent and child may accept the necessity as in the case of evacuation, new problems arise for them, which are not to be overlooked if they are to bear the separation. Case work has developed practices based on such known concepts of human behavior. This is the root of the "striking similarity between the problems caused in foster home placement and the problems involved in evacuation work." And, therefore, evacuation problems "clearly fall within the social work field," as the report states.

**BULLETIN**

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Henrietta L. Gordon, *Editor*

**The Bulletin is in large measure a Forum for discussion in print of child welfare problems. Endorsement does not necessarily go with the printing of opinions expressed over a signature.**

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**Lest It Be Done To Us**

"Is the child welfare work of our community obsolete? If so, how can we improve it?"

Such questions are coming to the Child Welfare League from the four corners of our country. The League would need three times its present staff to permit fulfillment of all requests for consultations and surveys. Demand for such services always exists, but this greater demand suggests that in child welfare, as in military matters, our country is becoming aware of inadequacies as never before.

Many communities have gone beyond recognition of inadequacies, having made changes which offer suggestions to those contemplating change. Requests for service and studies made by the League in recent months reflect a tendency to regard children's work for its own importance and with due regard for its relation to other types of social work and community service.

It is obvious that much of our foster care in family homes and in institutions and much of our protective work, both governmental and private, is inadequate as sailing ships would be for our navy. Many agencies and institutions lack the leadership and resources which are essential to adequate service. Among those possessing leadership and resources many need to be stirred from that complacency which so often encrusts the conscience of an individual or agency enjoying an established security and respectability.

Then there are many who avow interest in community planning, but not so many who are willing to endure the explosions which usually accompany radical social change. And it is radical change which is needed within the child welfare structure of most communities. Some of the agencies lacking resources and leadership should be given a decent but early burial. Others should be consolidated. Many institutions and child placing agencies which have been courting one another for years should be legally wedded.

The test in community planning should be, how can we establish and sustain better service for children? Practical guidance can be found in three of the publications of the Child Welfare League of America:

Standards for Children's Organizations Providing Foster Family Care (1941).

Standards for Child Protective Organizations (1937).

Standards of Foster Care for Children in Institutions (1937).

So often community planning is halted for lack of courage more than for lack of understanding. On the other hand, achieved plans are too often a reflection of the success of personal interests of some influential citizen or social worker more than of the needs of children. These are days in which the humble and thoughtful friends of children should insist upon doing their part.

Failing to exercise initiative in community and agency planning we may expect to be shoved into plans or into makeshift arrangements which are inconsistent with child welfare. There are plenty of economic forces which will haunt us if we get drowsy in meeting our responsibilities. It is an awareness of some of these forces that leads me to suggest these warning words, "Lest it be done to us."

—HOWARD W. HOPKIRK

March 23, 1942

To THE MEMBERS, FRIENDS AND SUPPORTERS OF THE  
CHILD WELFARE LEAGUE OF AMERICA:

This is my annual message. I trust that you will accept a brief letter in the place of a more formal and expensive annual report.

First I wish to thank all our friends for their splendid support this past year. Now that our books are audited, I can report total receipts of \$62,933, and expenditures a little higher, so that our deficit for 1941 was only \$1,987.

At the beginning of our last fiscal year, the Board of Directors courageously approved a budget \$22,000 more than we received in 1940. I believe you will agree it took courage to do that. But the need was great, and the Board responded by doing some heroic work in securing additional funds.

During the first half of the year we sent into the field the largest professional staff in the history of the League. In all, eleven highly skilled people went to all sections of the country from coast to coast, visiting and advising institutions and foster care agencies, working with State Welfare Departments caring for children, counselling on community serv-

ices and assisting in strengthening training programs for personnel. Half of this force were executives of our member agencies who came to us on a short leave of absence in response to the great demand for League services.

When I speak of "service to organizations" you realize, of course, that what is implied is service to children—thousands of them, who are directly benefited by these efforts.

I think too it will interest you to know that defense and war services have engaged our attention—even before Pearl Harbor. Since the turn of the year a great proportion of our work has been of this character and quite properly so.

We are not a little disturbed that many mothers in industry are leaving their children alone or locked out of their homes until they return, or are applying for full-time boarding care with the thought of breaking up their homes.

Hundreds of children are left in the care of neighbors or are playing unsupervised on the street after school. This neglect is causing an increase in delinquency, especially in defense areas—and calls for sound planning on a national scale. The League is at the center of this planning and is working with the United States Children's Bureau to help work out plans for localities throughout the country.

Another rising demand is for the proper care of illegitimate children. History shows this problem always increases with war. There is need, therefore, to increase or expand present facilities for the care of both unmarried mothers and their children.

May I impress upon you that unless you and I and others who support our local child caring organizations see to it that services for children are maintained at a high level in this emergency, the principles for which we are fighting will be violated.

Again I want to thank you for your support during the year just closed. If the group of our supporters should become any smaller, our Board of Directors would not dare venture so vital a program as we now visualize.

While this is a report and not an appeal, I feel it timely to say that when the time comes for a renewal of your subscription I hope that we, and most of all the children of America, may count on you again.

Please accept from our Board and myself our sincere appreciation for your loyalty in standing by during the past year of hard work and heartening accomplishment.

Sincerely yours,

LEONARD W. MAYO  
President

## Financial Statement of the League

For the Fiscal Year January 1 to December 31, 1941

| INCOME  |                    |
|---|--------------------|
| Grant—Russell Sage Foundation . . . . .         | \$9,004.00         |
| Membership Dues, Agencies . . . . .             | 18,655.00          |
| Affiliates and Associates . . . . .             | 2,670.00           |
| Contributions, Individual . . . . .             | 12,984.29          |
| Special Gifts . . . . .                         | 3,485.00           |
| Case Record Exhibit . . . . .                   | 35.00              |
| Discount on Purchases . . . . .                 | 12.64              |
| Survey Receipts . . . . .                       | 12,800.04          |
| Publications Receipts . . . . .                 | 3,287.52           |
| <b>TOTAL INCOME . . . . .</b>                   | <b>\$62,933.49</b> |
| EXPENSES  |                    |
| Salaries, Staff . . . . .                       | \$21,633.34        |
| Salaries, Clerical . . . . .                    | 9,405.80           |
| Publicity and Promotion . . . . .               | 2,128.65           |
| Rent . . . . .                                  | 2,205.96           |
| Auditing . . . . .                              | 151.66             |
| Conference Expense . . . . .                    | 442.40             |
| Library Expense . . . . .                       | 67.16              |
| Equipment . . . . .                             | 285.90             |
| Traveling and Maintenance . . . . .             | 7,934.15           |
| Office Stationery . . . . .                     | 709.96             |
| Postage . . . . .                               | 1,047.93           |
| Telephone and Telegraph . . . . .               | 1,445.93           |
| Insurance . . . . .                             | 91.05              |
| Dues to Other Organizations . . . . .           | 225.00             |
| General Expenses . . . . .                      | 241.57             |
| Bad debts—charged off . . . . .                 | 31.27              |
| Survey Expenses . . . . .                       | 12,149.26          |
| Publications, Inventory . . . . .               | 4,723.63           |
| <b>TOTAL EXPENSES . . . . .</b>                 | <b>\$64,920.62</b> |
| <b>Excess of Expenses over Income . . . . .</b> | <b>1,987.13</b>    |
| <b>\$62,933.49</b>                              |                    |

WALTER M. BROWN, *Treasurer*

Audited by Byrnes and Baker

## Public Welfare Services to Children in Alabama

(Continued from page 6)

underlying principles of service to children, is legally and administratively equipped to give both types of service. Despite this established structure, numerous difficulties are encountered in doing the usual job, as well as in meeting urgent needs now highly intensified by war activities. Funds are insufficient, children's workers are in less than half of the sixty-seven counties, and consultant service and special community workers cannot be provided in every area.

It is the hope then of the state and county departments that the efforts Alabama has made to give service to her children will be preserved and that during the years that the nation is of necessity arming itself to fight for victory, these gains shall not be lost but shall serve to emphasize and strengthen the state's responsibility for its children.

## THE BOARD MEMBER SPEAKS—

### **RESPONSIBILITY FOR MAINTAINING AND IMPROVING STANDARDS OF SERVICE**

At this particular time, when it is difficult to raise sufficient funds to provide all the agencies with the amounts that are so needed to carry on their work adequately, members of a board of directors of an agency should more than ever feel it their responsibility to know whether the work that agency is carrying on is an essential service to the community. The word "essential" should mean in this case "indispensable," not to be duplicated by some other agency.

When a case worker, supervisor or executive is overburdened by too heavy a load of work, it is the board's duty to be concerned that the staff be enlarged so that its several members may function to the best of their ability. This may involve clarification within the group of the board, also interpretation of the agency's work to the community and to the community's fund-raising body.

An increasing demand for service has been noted by some child caring agencies over a period of perhaps two years. In the field of child placement this demand has been particularly pressing, and now that women are being absorbed so rapidly by defense and other industries, the calls for day placement are a country-wide problem. Case work has a greater problem in helping families and children against the hazards of the dislocation of community and family life.

It may not be but should be common knowledge that there are national organizations, such as the Child Welfare League of America, the Family Welfare Association of America and the National Association of Day Nurseries, to which one may turn to learn what the best standards of practice are in child care and family welfare, and how to protect those standards.

Opportunities for board and executive to discuss the agency's responsibility, made possible by a "field visit," so called by a representative of such an agency, can prove of immense value in pointing out ways in which service might be rendered more adequately. It is well known that a view of one's work, whether it be social work, the care of one's own child, or a painting is improved by getting away from it or him far enough to get a proper perspective. It is also valuable, if not at first palatable, to have a dispassionate evaluation of the services rendered by one outside of one's own community, who is an authority on the particular subject under consideration.

Naturally, our pride may be hurt if criticism is leveled at the agency we attempt to serve. However,

if a board member wishes to raise the standards of services of the agency under his trusteeship, he must know first of all what are the accepted standards of practice, what is the quality of work done by the agency, and what must be done to provide what is lacking. However urgent and compelling demands for existing and additional services become, it behooves any critic to bear in mind that a doctor would find it impossible to operate without instruments, or to operate on half a dozen patients at once. Neither can a case worker do adequate work without sufficient training and experience and the cooperation of other social agencies. Nor is good work possible when his attention is distracted by a constant stream of demands upon it. This may require of the board to interpret to the community what is so valuable about the work "his" agency is doing. It may require support to withstand pressure on the executive to assume more responsibility than the size of the staff can carry, or help in securing additional services, such as medical and psychiatric help.

(MRS.) ELIZABETH B. TOMPKINS  
*Vice-President of the Board, Children's Aid and Protective Society of the Oranges and Maplewood, Orange, N. J.*

### **Wage Homes**

**I**n telling of the probable limitations of boarding care facilities, and in discussing financial problems in meeting increased demands for service, some agencies are describing the use of wage homes for all the boys and girls. While there is much to be said for the opportunity afforded a fourteen or sixteen year old to earn some of his expenses while attending school, it seems also necessary for agencies to be alert to the serious possibilities of exploitation of these children. Some reports which we have received and which will be given wider circulation at a later date tell of boys and girls earning 25 cents a week for three, four and often six hours of work daily in a family home or on a farm.

Some rationalize that children do the same amount of work in their own homes and therefore it is acceptable that they "participate" in the same way in the foster homes. Agencies should ask themselves in such instances how they can know just what demands are made of these boys and girls. In how far does this home approximate a real home? What feeling of security and what reality of security as compensation for such participation does the child really have? Such a placement must not become a case of exploited child labor.

March, 1942

## CHILD WELFARE LEAGUE OF AMERICA BULLETIN

## READERS' FORUM

DEAR EDITOR:

You have heard the cry going up all over the country that child placing agencies are having much more difficulty in finding foster homes at this time. While that has always been a problem with us, I do think it is more aggravated at this time. We tried an experiment last week that I would like to pass on to you as I think it has a good deal of merit.

We sent out an invitation to our board, corporation and foster parents asking that the family meet to discuss some serious problems that were facing the agency.

The enclosed statement\* has gone into this story quite in detail as we felt very strongly from our own observations and from the comments and reactions of the audience that this is a technique or a procedure that an agency can use to stimulate the interest of a group in the work of the agency. Each community will vary its program according to its particular needs, but we do think it has real possibilities in these times when we are so concerned with trying to hold the interest, support and aid of those who are engaged in the regular services which we feel must be carried on.

—NELLE LANE GARDNER

*Executive Secretary, Children's Service Association, Milwaukee*

### \*Board Staff and Foster Parents Consider Some Problems in Homefinding

In answer to invitations sent to board, corporation and staff members of the Milwaukee Children's Service Association and to our foster mothers and fathers, about 150 people gathered to discuss the importance of foster home care in this all-out war-time world. The program was planned to consider the questions: Where is my responsibility at this time, and how can I be of greatest service?

The first speaker was an official representative of the Committee for Civilian Defense. In answer to the question, for what purpose is this war, came the response, for the children of today and that the children of the future may have the freedoms into which our children have been born. For this we are sending our soldiers all over the world. We at home must do our best to make these children strong in body and mind, worthy of the sacrifice our men are making for them. There may be glamour in the direct war-time activities in which we long to share, but giving our best to the job we can do in the skills in which we have been trained and in which we have the knowledge and experience is the staunchest way of supporting the war. At present there is no point in learning to be expert in other fields of service. As teachers, social workers, foster parents or as volunteers we have needed skills to offer at this moment. This gave the foster parents a feeling that they were part of a general movement.

Next speaker, a member of our board, stressed the great advantages of foster home over institutional care especially for small children. He illustrated his point with specific case material which showed what

foster homes are doing for children in our own community.

Next to come on the program was one of our foster mothers, who gave an excellent presentation of the role of the foster parents and how they are tempted to consider more glamourous work at this time. The foster mother who has just settled down to some hours of mending can see from her window the neighbor "ladies" gathering for an afternoon of Red Cross knitting. To quote: "How proudly they walked along with their buttons and their badges and their attractive knitting bags." Rather ruefully she thought, "And our only badge could be a safety pin."

Then she told something of the challenge that comes to foster parents and of their opportunities to make homes so happy and stimulating that they will call forth all of the foster child's latent possibilities.

While many a person in the audience surreptitiously wiped an eye our executive secretary, Mrs. Gardner, spoke to the foster parents asking if they would try to help us recruit new foster homes by each one enlisting the interest of one other family. Then she asked the corporation and board members for help. She requested that some of them equip themselves to give talks for the agency to save the time of the professional worker. She asked for volunteers to be on call for emergencies, such as taking a child to a clinic or hospital, or for office work, such as the monthly editing of material to be sent to foster parents or corporation members.

The meeting lasted an hour and ten minutes. When we all said good-night it was with a renewed determination to give our most and do our best to help build a generation of boys and girls strong in body, mind and spirit, able to carry on in the free world for which we all, each in his own way, are fighting today.

Some of the members of our board felt it was one of the finest things we have done and it has stimulated tremendous interest in the foster parent group and in the corporation. As a result of that meeting we have had quite a number of new foster home applications, and a high percentage of them, we believe, are homes we can consider. The corporation also has indicated its willingness to volunteer for one of the services we have requested. It seemed to have been timed so that people who were faltering, wanting to do something and were ready to turn to more glamourous work, suddenly realized that they could make a tremendous contribution by helping our agency.

—ELISABETH LENNOX

*Member of the Board, Children's Service Association, Milwaukee*

## Discharge to Parents an Evacuation Plan

In recent months a number of institutions, concerned about evacuation plans for the children under their care, have been wondering about the advisability of arranging for the discharge of children to parents and relatives at a time when evacuation might become a necessity. In order to give such a question due consideration one must first consider how an institution decides about the circumstances under which to discharge the children under its care.

The following presentation,\* "Concerning Discharge," by Miss Gladys Hall, Assistant Professor of Child Welfare, Tulane University School of Social Work, is here presented as a basis for the consideration of the question, "Shall children be discharged to their parents when it becomes necessary for an institution to evacuate its children?"

"I am certain you realize that centering about the act of discharging a child from institutional care are many complex problems, such as how to determine when child is ready to leave, how he may be prepared for the experience, and what rôle the agency should play after he is actually living elsewhere. Perhaps some general considerations of what is entailed may assist you in answering such definite questions as they arise in your own situation.

"Before we had much understanding of human behavior we were little concerned about the experiences children were subjected to—as long as they had adequate physical care, and their transfer to and from an institution was often executed with little thought of the child's feelings or the necessity of helping him adjust to such changes, radical though they might be. Often the agency had a policy of automatically placing all children, when they had reached a certain age, in another institution, back in own home, or in a free or wage home, without basing such a definite plan on a consideration of his needs and desires. In more recent years, however, we find institutions have developed their programs so as to meet individual needs and thus help children prepare for adulthood, whether in personality development, special academic or vocational training or in ultimate plans for securing employment.

"One of the most difficult decisions arising in a program of institutional care has to do with the time of discharge. Since institutions are designed to serve many purposes, it is difficult to generalize on this. Generally speaking, however, we think of the institu-

tional placement as having been utilized to meet some special need of a child and we would expect to continue its use until such time as he no longer needs it or some substitute has been found which promises to be more suitable because of change in age or problems presented, more acceptable to him or his family, less expensive or more accessible for other reasons. If in the first place it has been agreed that the institution is the proper place for him to remain during a definite time, the parent, the child, the agency representative and any others involved will know the probable length of his stay and all plans will be shaped accordingly.

"In cases in which the institution is used as a substitute home because of the mother's inability to handle the child skilfully, the time when his discharge may be anticipated will be indefinite until someone has worked to increase the mother's understanding and acceptance of the child while others have assisted the child in developing certain strengths through providing satisfying relationships in the institution. In others the child may be placed for special physical treatment. In such it is important that he remain only as long as this is necessary in order that a minimum emphasis be placed on his handicap.

"Practically we know that there are many problems connected with discharge due to indifference of those on the outside who may be expected to make another plan.

"Once a child is placed, relatives and agency workers responsible for helping the institution plan for him are apt to feel relieved for, assured he is in good hands, has a bed to occupy and therefore there is no necessity to be deeply concerned about him. Indeed, even though the plan may have been considered a temporary one, possibly to enable the staff to secure more understanding of his needs through providing constructive experiences and observing his reactions, the institution may hear nothing about further planning on the part of the person who placed him. Often busy institution workers have to report that the weeks, nay, even in some cases months, have gone by and they have had no opportunity to share their thinking regarding the child with a relative or worker who was originally interested in and responsible for the child. Often institutions are too considerate of such persons, with the result the child may be denied the attention he should be having. If another agency is carrying responsibility for preparing the home for the child's return or making other plans for his future, it is important that they keep closely in touch with the institution in order to know of the child's

\* Institute on "The Care of Children in an Institutional Program."

development. Certainly observations of changing behavior should have much meaning for a person planning for the child, while the progress the worker is making with the parents or others included in plans should be known to the institution. Otherwise efforts to help the child will not be united and there is grave danger they may even work at cross purposes. Institutions are often dismayed to find that a parent has decided to remove the child many months earlier than had been planned in spite of knowing that the superintendent had arranged some special school or other plans for him with great difficulty. In some settings this is impossible because of arrangements made at time of placement, but in others the institutions are powerless unless able to help the parent see necessity of continuing with the original plan. The same might happen if another agency were planning independently for the family without taking the child, who had been placed outside the home, into consideration.

"In spite of some of these situations and perhaps because of the possibility of such occurring, it seems most important that all concerned realize the necessity of beginning to plan for the child's final discharge from the institution at the time his application is received. Since this is made and accepted to meet a definite purpose, it would seem possible and wise for all concerned, including the child, to know at the outset what should be attempted if not actually accomplished before discharge is considered. For example, in the case of a mother too ill to care for the child, her physician may be able to give some information to the effect that she will be unable to have responsibility for him for six months."

\* \* \*

"In making a decision about the readiness of a child to return to a family group, one needs to know not only the strengths of the child and the family but the resources of the community as well. If he needs additional service, is there another agency fitted to carry on the program that seems to fit his requirements better at this age and stage of development is one of the most pertinent questions to consider, while how can the child and those responsible for him be helped to accept such a transfer is another.

"In summarizing let us remember that the most important factor in discharge is preparation for it, since it is not a step that can be taken suddenly. Any change is fraught with the possibility of making a child feel apprehensive lest he lose the old and familiar even though he might be happy to do so if only certain the new would be at least equally satisfying. Some time and effort must be given to helping

even a young child understand about the proposed change. The same is true of the parents. In addition, I wonder if the institution doesn't have some responsibility for keeping other agencies, from whom assistance may be needed in working out future plans, informed of developments. Naturally, if they have an opportunity to participate in the planning beforehand, they will be better prepared to render service if and when the occasion may arise. Perhaps if care is given to preparation for discharge, institutions will less frequently feel much of their effort is undone after the child leaves their home."

This article makes it amply clear that just as children should be accepted into care only if the service can be of help to them and their families, so children should be discharged only when the family is ready to resume parental responsibility.

It is well known that there are numbers of children in institutions, as there are in other types of foster care, who might be discharged to their parents if adequate case work services were available. There have been any number of instances, when institutions had to be closed and other plans made for the children, that parents promptly arranged to take their children home. Similarly, it may be expected that some parents may find it possible to make plans for their children rather than have them evacuated to other areas. It is also known that in time of great stress, as may be anticipated should evacuation become necessary, parents who really cannot give their children adequate care may be stirred if pressure is exerted to ask for the discharge of their children. In the interests of the children concerned, it should be recognized that while this emergency may move some parents to a heroic and healthy acceptance of responsibility for their children, in other situations it may be altogether harmful for both the parents and children. The exigencies of the war should stir us to action based on recognized case work practice, not on hysterical planning.

### Regional Conference

The Western Regional Conference of the Child Welfare League of America will take place on April 19, 20, 21, and 22, 1942, in San Francisco. Miss Sophie Hardy, Chairman, announces that this will be a combined state and regional conference. Meetings will be held afternoons only.

THE Information Exchange on Education and National Defense of the United States Office of Education, Washington, D. C., offers a loan library service on nutrition.

## Impact of War on Child Welfare Services in the United States

(Continued from page 4)

to its attitude toward boondoggling or other forms of waste and nonsense. We should make equally clear, however, how we stand on adequate nutrition for all, vigorous measures to protect health, recreation for children and those under the pressure of productive work, facilities for the prevention and control of delinquency, efforts to stabilize and strengthen family and child life against the impact of a devastating war, and housing that will give adequate shelter to those who are fighting and producing to maintain the life of the nation. If these be "all-out social reforms" then the Child Welfare League will not be alone in taking a vigorous and militant stand in its behalf.

The suggestion that Uncle Sam should make a choice "between soldiers and social workers" calls for another outright statement on our part. Official notices from the Red Cross, the United States Children's Bureau, the departments of public welfare of the several states and from hundreds of voluntary agencies caring for children throughout the country point to the immediate need for over three thousand child welfare workers alone in order that defense areas may be served, children of working mothers supervised, boys and girls from broken homes cared for, and in order that the regular and normal services our communities have established for the protection and development of children may go forward.

Here then is our answer to any or all who hold the point of view that we can separate our war efforts from our programs of social work and child welfare. This is more than a war to save democracy, as Charlotte Whitton of Canada has recently reminded us. It is a war to the death for the preservation of ideas—ideas that are at once sacred and vital to mankind. Dr. James H. Cockburn, Moderator of the Presbyterian Church of Scotland, puts it this way—"The war we fight is to establish once and for all the dignity of man and his sacred rights as an individual."

Without that I would add—we have nothing. For the individual is more important than government, democracies, or treaties, more important even than peace agreements; for all of these exist for but one purpose—to serve, protect and promote the rights of individuals. If we fight this war then to uphold and maintain the dignity of man, we cannot lose sight for one split second of the very things we are fighting to win. In other words, the maintenance and extension of programs for the protection, health and guidance of American childhood are not merely a

part of what we seek to hold, they are the very essence of all we are fighting to establish. To grasp this concept, to make it a part of ourselves and to impart it to the world, is our crusade in these days and in the days of sacrifice ahead.

## NEWS FROM THE FIELD

### Inter-Agency Case Committee

Because agencies have so frequently come into existence by mushroom growth rather than as a result of sound community planning, all too often neither agencies nor community is clear as to what services each agency is responsible for. Stamford, Connecticut, has set up very interesting machinery in an effort to arrive at some greatly needed clarification of the function. An inter-agency committee meets weekly for one and one-half hours and uses the case discussion method as a basis for considering applications for service and for determining which agency can best give that help. The following is a description of the committee membership, purpose and methods:

**I. Committee Membership:** The membership of the Committee includes executives of the following agencies: The Family and Children's Center, Town Welfare Department, Catholic Welfare Bureau, Visiting Nurse Association, Stamford Hospital Social Service, Stamford Day Nursery and Big Sisters. Members of the child guidance staff are to be present when this is indicated. We also expect to invite from time to time representatives of other organizations when the program is something which would particularly interest them.

**II. Purpose:** The purpose of the Inter-Agency Case Committee (formerly the Intake Committee) is:

(1) To provide an opportunity for consultation and planning on cases in which several agencies are active, and for coming to an understanding regarding the allocation and extent of agency responsibility in such cases.

(2) To keep each other informed of community needs and situations in the city, county and state, and of the bearing these have on our agencies' service, and to make these findings available to the Social Work Council and, through publicity, to the community. It is planned to invite to those meetings of the Committee which are held for this purpose, representative community people and board members who may be interested and helpful in working on community aspects of these situations.

**III. Method of Working:** In presenting cases to the Committee for discussion, the following summary has been agreed upon:

1. Statement of the problem.
2. Race, religion, makeup of family.
3. Reasons for presentation to the Committee.
4. Description of how the case came to the presenting agency, and, briefly, what they have done up to this point.

In discussing certain kinds of situations involving policies and practices of other organizations, it will often be helpful to invite representatives of these organizations to explain how they work, as, for example, the business manager of the hospital to explain the new plans for prepayment in maternity cases.

A sub-committee will be appointed to have charge of newspaper publicity and to submit this to the whole group for approval. It is felt that whenever it is decided to release publicity, a sub-committee should be appointed for that particular situation rather than having the same people responsible for all publicity throughout the year.

THE editorial in the January issue of *Channels*, official organ of the Social Work Publicity Council, discusses the trend of social work and that it must become "more and more the concern of the man of the street."

"Already, there are indications that social work is preparing to leave its professional ivory tower—in its preoccupation with the use of volunteers, the services it has to render in connection with the draft, and in its concern with large-scale programs of nutrition and housing.

"Today, the public really wants to know about social problems—and their solution. It is in a mood to listen. The contributor who formerly gave his check to the local community fund out of a vaguely motivated sense of duty will give now—if he gives at all—out of an increasingly more vital recognition, as the war goes on, that human welfare is something that touches him directly and immediately.

"But that recognition of need will grow only as it is fostered and clarified by programs of interpretation and publicity. For as much as the contributor may be in the mood to listen, he will also, because of taxes and the myriad appeals that come to him, be in a mood to question."

The social worker, whether she will or not, is the most frequent 'publicity agent, interpreter' of the services of her agency. What her community thinks of her may therefore color to a large degree what it thinks of the services. It is for that reason that we wish to refer you to another article in the same issue of *Channels*, "This is None of I." Miss Eleanor Clifton, of the Community Service Society, provides in a delightful way some food for thought on how the public sees us. *Channels* can be bought from the Social Work Publicity Council at 25 cents a copy.

### Case Committees

DURING the past year the information service of the League has received many questions about the case committee. The purpose, constituency and method of operating have been troubling questions. More generally the interest has been in how such committee activity, both directly and indirectly, helps the board member in the performance of his unique service to the agency. Inherent is the question, what is the function of the board? A number of agencies had been invited to submit a description of their case committees and to discuss, among other things, its value to the board member. These statements by and large describe this committee work as serving to orient the board to agency function and practice so that it can more effectively help in policy making.

One agency describes graphically how the changes in the function of the case committee reflect changes

in agency organization. It seems to us of historic interest in that it traces the development of professional social service in the field of child care.

"The function of case committees in this agency has changed somewhat as our agency has changed. Possibly you already know that our Case Committee was originally known as the 'Applications Committee' and from the beginning of the functioning of the agency some ninety years ago this committee has met every Tuesday morning at the Orphanage to discuss applications for admission to the agency care. When we were an institution and when there was no staff of social workers, the Applications Committee actually interviewed the parents of children who applied for care. In addition to interviewing these applicants at the time of application, the Committee also interviewed parents who were behind in their payments or whose relationship with the agency was not entirely satisfactory.

"When a case worker was added to the staff, the case committee agreed, experimentally at first and later as a permanent procedure, that applications should be studied by the case worker but presented to the Applications Committee before the child was admitted to the agency care. When there were no applications to be presented to the committee, the case worker gradually initiated the practice of reporting on the progress of particular children, especially those children who were not getting along very well. Out of this discussion of the problems which children found in adjusting to institutional life grew the interest of the case committee, and therefore of the whole board, in the development of a more flexible program of care to meet the children's individual needs.

"When a boarding home program was initiated, every foster home accepted for use by the agency was presented to this committee and approved by the committee before it was used. The placements of the individual children in the boarding homes were also approved.

"As the case work staff grew from one to the present thirteen workers, it became impossible to have all of the case workers appear before the committee every Tuesday morning, and as the volume of our placements grew it was impossible to wait for case committee action before children were transferred from one foster home to another. We therefore gradually developed into the present practice of reporting for approval rather than of asking approval before we actually made plans for a child. Our present practice with respect to the case committee is that every case worker takes a turn at presenting cases to the committee approximately once in two or three months. The case worker presents admissions to her case load, discharges and replacements, including a fairly complete report on foster homes in use for the first time."

## BOOK NOTES

**AMERICAN FAMILY BEHAVIOR.** By Jessie Bernard. Harper & Bros., N. Y. 1942. 551 pp. \$3.50.

Miss Bernard's book sets forth an analysis of the American Family with a freshness of viewpoint and a clarity of perception that one seldom finds in any presentation of this subject. She has used amazing skill in organizing a vast accumulation of data, applied the sociometric method, and assembled this knowledge so that it is readily available for use in sound clinical practice. The handling of such an amazing amount of material, without wandering into academic by-paths, is a very impressive achievement, and to do it with such a warm and colorful style makes this volume a work of impelling fascination. Not wishing to appear dogmatic, I am compelled to say that Miss Bernard's book should be on the desk of every student and every practitioner in family and child welfare, and the allied professions who have frequent contact with this field.

In her opening chapter Miss Bernard explores the nature of primary groups and institutions, showing how both correspond to the necessary functions of human nature. She next addresses herself to the present-day function of the family, but urges us to guard against blaming the family per se for its failures. She says: "The industrial engineer looks to his machinery and operating setup when bolts fail to meet specifications. Social engineers may well follow his example and look to the conditions which breed family failure." In succeeding chapters she discusses separately the Reproductive, Protective, Socialization, Affectional and Regulative functions of the family, using tables and studies with utmost dexterity, and attempts to show why our culture tends to make for the best possible adjustment for us. As she uses material she points out that "the fact that these norms can be based on science rather than empirical trial and error experience is a tremendous step forward." (Here I am forced to comment that any social worker will be amazed to learn how far the scientific method has progressed.)

Her comments on probable changes in the American Family are of interest to the social worker—trends toward better housing; more attractive working conditions due to extension of electric facilities; possible acceleration of decentralization of families; larger families longitudinally as longevity increases (which may increase the security and stability of each member); tightening up of laws regulating marriage, and a slight tendency toward leniency in those regulating divorce; increased assumption of responsibility by the state for protection of children

and care of the aged; holding of women equally responsible with men for the economic care of the family, and a "blurring" of traditional sex differences in division of labor within the family. Miss Bernard devotes twelve chapters to parent-child relationships and marriage, bringing into fine focus the contribution which the sciences have made to this field and showing with excellent clarity the function of child placing and marital counselling.

She closes her book by posing the question, "How can we guide change so as best to help the family perform its functions adequately?" Her answer might well be stated as "calling all sciences"—biology, engineering, psychology, economics, sociology, etc.—for, as she has demonstrated throughout the book, every science touches the family. She adds, however, that "all that we can expect from science is that it will help discern trends and give us methods of adjusting family life to them."

This book sets a high standard for excellence and fine writing on this important subject. It is well indexed and annotated, which is an important requirement for a book containing so much valuable reference material. This reviewer hopes that Miss Bernard has the privilege of revising this authoritative work as changes in our American Family Behavior take place.

—MARGUERITE Y. MCCOLLUM  
Executive Secretary, *The Family Service Society and Children's Bureau*, Canton, Ohio

### Available for Circulation to Member Affiliates

In recent months the information service of the Child Welfare League of America has been receiving increasing numbers of requests for material listed in this column. We regret that we must call to the attention of our readers that the library loan service is available to members only. Subscription to the BULLETIN does not constitute membership.

**OPPORTUNITIES FOR VOLUNTEERS IN CHILD HEALTH AND WELFARE,** by Dr. Martha M. Eliot, *The Child*, November-December, 1941.

**PROTECTION OF CHILDREN IN GREAT BRITAIN IN WARTIME,** by Dr. Martha M. Eliot, *American Journal of Public Health*, November, 1941.

**WOMEN AND CHILDREN IN WARTIME, BRITISH EXPERIENCE AND AMERICAN PLANS,** by Dr. Martha M. Eliot, *Survey Graphic*, March, 1942.

**EVACUATION OF CHILDREN UNDER FIVE,** *Mother and Child*, The National Council for Maternity and Child Welfare, London, February, 1942.

**JUVENILE DELINQUENCY IN THE NATIONAL EMERGENCY,** *Alabama Social Welfare*, January, 1942.

**A WAR POLICY FOR AMERICAN SCHOOLS,** by The Educational Policies Commission, National Education Association, February, 1942.